

**CALIFORNIA COASTAL COMMISSION**

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# Fri 13f

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Staff: KA-SD  
Staff Report: July 9, 2003  
Hearing Date: August 6-8, 2003

REGULAR CALENDAR  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-03-053

Applicant: City of Coronado

Agent: James Benson

Description: Demolition of existing structures located on 13.5 acres, including the Coronado City Hall, a municipal swimming pool complex, the Coronado Playhouse, and the City Recreation Department building, and construction of a new City Hall, new Community Center, parking lots, a promenade along the water, and two public parks.

Site: Along Strand Way, from Pomona Avenue to the north and the Naval Amphibious Base to the south, Coronado, San Diego County.

Substantive File Documents: Certified City of Coronado LCP; Glorietta Bay Master Plan (COR LCPA No.1-02); Port Master Plan Amendment No. 34; Coastal Development Permit File No. 6-02-165

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STAFF NOTES:

Summary of Staff's Preliminary Recommendation: Staff is recommending approval of the project as submitted, with special conditions to address landscaping, runoff control, import of fill, and staging/access. These conditions will ensure that the project will incorporate only drought-tolerant native or non-invasive plants into landscaping, will comply with the most San Diego Regional Water Quality Control Board standards for stormwater runoff control, will receive any necessary permits for import of fill from a coastal zone location, and will provide adequate public access while construction/demolition activities are in progress. As conditioned, the project is consistent with Chapter 3 of the Coastal Act, the Glorietta Bay Master Plan, and the certified City of Coronado LCP.

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I. PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

**MOTION:**     *I move that the Commission approve Coastal Development Permit No. 6-03-053 pursuant to the staff recommendation.*

**STAFF RECOMMENDATION OF APPROVAL:**

Staff recommends a **YES** vote. Passage of this motion will result in approval of the permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

**RESOLUTION TO APPROVE THE PERMIT:**

The Commission hereby approves a coastal development permit for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the policies of Chapter 3 of the Coastal Act and will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

II. Standard Conditions.

See attached page.

III. Special Conditions.

The permit is subject to the following conditions:

1. Final Landscape Plans. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, a detailed final landscape plan for the proposed development. Said plan shall include the following:

- a. A plan showing the type, size, extent and location of all proposed vegetation and any necessary irrigation.
- b. Only drought-tolerant native or non-invasive plant materials may be utilized throughout the project site.

- c. Low-flow efficient irrigation systems shall be utilized. Any irrigation system shall be designed with drip lines, where feasible; check valves at low points to reduce excess drainage; automatic controllers; rainy weather shut off controls; and, if rotor heads are used, minimal head coverage overlap.

The permittee shall undertake development in accordance with the approved landscape plans. Any proposed changes to the approved landscape plans shall be reported to the Executive Director. No changes to the approved plans shall occur without an amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

2. Runoff Control Plans. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit to the Executive Director for review and written approval, a runoff control plan that incorporates Best Management Practices (BMPs), designed to reduce both the volume and pollutant load of runoff from the proposed development to the greatest extent feasible. The plan shall be subject to the criteria and include the components addressed in the Water Quality Objectives, attached as Exhibit 6 to the findings for CDP No. 6-03-053.

The permittee shall undertake development in accordance with the approved drainage and runoff control plans. Any proposed changes to the approved drainage and runoff control plans shall be reported to the Executive Director. No changes to the approved plans shall occur without an amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

3. Import of Fill. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall identify the location from which the imported fill will be obtained. If the site is located within the coastal zone, a separate coastal development permit or permit amendment shall first be obtained from the California Coastal Commission or its successors in interest, unless the Executive Director determines that no coastal development permit or permit amendment is legally required.

4. Storage and Staging Areas/Access Corridors. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit final plans indicating the location of access corridors to the construction site and staging areas to the Executive Director for review and written approval. The final plans shall indicate that:

- a. Construction access corridors and staging areas shall be located in a manner that has the least impact on public access to and along the shoreline.
- b. No work shall occur within the public right-of-way on weekends and holidays between Memorial Day weekend and Labor Day of any year.

- c. Vehicular and pedestrian access to the existing Coronado Yacht Club, Boathouse Restaurant, Glorietta Bay Marina, Glorietta Bay Boat Ramp, and Glorietta Bay Park shall be maintained at all times.
- d. The applicant shall submit evidence that the approved plans/notes have been incorporated into construction bid documents. The staging site shall be removed and/or restored immediately following completion of the development.

The permittee shall undertake the development in accordance with the approved plans. Any proposed changes to the approved plans shall be reported to the Executive Director. No changes to the plans shall occur without a Coastal Commission approved amendment to this coastal development permit unless the Executive Director determines that no amendment is legally required.

5. Public Use/Public Access. Facilities that will be intended for public use and/or public access, such as the Glorietta Bay Boat Ramp, Glorietta Bay Park, the community center and swimming pools, pedestrian promenade, and parking areas, shall not be converted to private use or have public access denied. The parking areas shall be available to the public free of charge.

#### IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Detailed Project Description/Site History. The project is part of the Glorietta Bay Master Plan, which was approved for incorporation into the City of Coronado's land use plan by Commission action on February 7, 2003. Most of the existing buildings located on 13.5 acres between Pomona Avenue to the north, and the Naval Amphibious Base to the south will be removed. Existing uses on the site include: Coronado City Hall, a boat launch ramp, a municipal swimming pool complex, Glorietta Bay Park, a sewer pump station, the Coronado Playhouse, the City Recreation Department building, the old Armory site (vacant), the Glorietta Bay Marina, the Chart House restaurant and parking lot, and the Coronado Yacht Club. The historic Chart House restaurant, the Glorietta Bay marina buildings, the Coronado Yacht Club buildings, the boat launch ramp, and the Glorietta Bay Park restroom facilities will not be removed. On February 7, 2003, the Commission approved CDP #6-02-165, which permitted construction of approximately 7,600 s.f. of temporary modular trailers, walkways and a 41-space paved temporary parking lot for City employees during the demolition and reconstruction of the City Hall buildings.

After demolition of the above-described buildings, the following new facilities will be constructed: a new City Hall, new Community Center including outdoor courtyard areas, banquet facilities, playhouse, gymnasium, activity rooms and fitness spaces, new pools with associated mechanical building, a pocket park and parking lot adjacent to the yacht club, and a new linear park between the new City Hall and the Community Center. A

new pedestrian promenade will be constructed along the water's edge. Approximately 11,783 cubic yards of new fill material will be required for the proposed building pads and the adjoining site and park areas. As required in Special Condition #3, if the applicant proposes to obtain some or all of the fill from a location within the coastal zone, the applicant shall identify the location from which the imported fill will be obtained and a separate coastal development permit or permit amendment shall first be obtained.

Although the project will involve the re-engineering of the existing dilapidated riprap revetment, to protect the shoreline from the future pocket park location to the existing bulkhead seawall, the rebuilt revetment will not extend any further bayward than the existing riprap. Where erosion has occurred, existing riprap will be removed and the bank line recontoured such that the toe of slope is located as far landward as possible and in any case does not exceed the existing footprint of the riprap shoreline. No dredging or fill of open coastal waters or wetlands is proposed for this project.

The City of Coronado has a fully certified Local Coastal Program (LCP) and issues its own coastal development permits. However, the project site is within an area of original jurisdiction, where the Coastal Commission permanently retains permit authority. Chapter 3 of the Coastal Act is the standard of review with the certified LCP and the Glorietta Bay Master Plan used as guidance.

## 2. Conformance with Chapter 3 of the Coastal Act

The following Coastal Act policies are most applicable to this issue, and state in part:

### a. Public Access/Recreation

#### **Section 30210.**

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

#### **Section 30212.**

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:

- (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources, ...

**Section 30213.**

Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred. ...

**Section 30214.**

(a) The public access policies of this article shall be implemented in a manner that takes into account the need to regulate the time, place, and manner of public access depending on the facts and circumstances in each case including, but not limited to, the following:

(1) Topographic and geologic site characteristics.

(2) The capacity of the site to sustain use and at what level of intensity.

(3) The appropriateness of limiting public access to the right to pass and repass depending on such factors as the fragility of the natural resources in the area and the proximity of the access area to adjacent residential uses.

**Section 30221.**

Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.

**Section 30222.**

The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

**Section 30223.**

Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

**Section 30224.**

Increased recreational boating use of coastal waters shall be encouraged, in accordance with this division, by developing dry storage areas, increasing public launching facilities, providing additional berthing space in existing harbors, limiting non-water-dependent land uses that congest access corridors and preclude boating

support facilities, providing harbors of refuge, and by providing for new boating facilities in natural harbors, new protected water areas, and in areas dredged from dry land.

### **Section 30252**

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation . . .

### **Section 30604(c)**

(c) Every coastal development permit issued for any development between the nearest public road and the sea or the shoreline of any body of water located within the coastal zone shall include a specific finding that the development is in conformity with the public access and public recreation policies of Chapter 3 (commencing with Section 30200).

The project is consistent with the requirements of the approved Glorietta Bay Master Plan. There is sufficient land for commercial recreation and visitor-serving recreation uses within the City of Coronado to meet Coastal Act requirements. The proposed uses will not adversely affect the provision of recreational opportunities for either the general public or visitors. Additionally, the proposed plan provides for numerous improvements in public access and recreational opportunities along the shoreline, including construction of a new pocket park and linear park, a new boat house and clubhouse, a new community center and recreation pools, a new waterside public promenade, and an improved bike path. The plan will also result in an increase of approximately 36 new public parking spaces.

The City has indicated that the first phase of the development will be demolition of all of the existing structures to be removed. Upon completion of the demolition, new construction will begin. However, the City has committed to maintaining access at all times to surrounding facilities during the construction period, including Glorietta Bay Park, Glorietta Bay Marina, the Boathouse Restaurant, the Glorietta Bay boat ramp and the Coronado Yacht Club. Based on information provided by the City, this area does not function as a parking reservoir for beach access across Silver Strand Highway.

Because of concerns that the proposed demolition and construction activities could potentially impact public access, particularly during the peak visitor months of summer, Special Condition #5 requires that construction access corridors and staging areas shall be located in a manner that has the least impact on public access to and along the shoreline, access to public facilities and businesses shall be maintained at all times, and

no work shall occur within the public right-of-way areas between Memorial Day weekend and Labor Day. Additionally, Special Condition #4 requires that areas which are designated for public use shall not be converted to private uses or have public access denied. The project will provide new and enhanced public access features. As conditioned, construction impacts on public access will be minimized to the greatest extent feasible. Therefore, the project is consistent with the Chapter 3 policies of the Coastal Act regarding public access and recreation.

b. Water Quality

**Section 30230**

Marine resources shall be maintained, enhanced, and where feasible, restored...Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters....

**Section 30231**

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum population of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment ....

The proposed project is consistent with the approved Glorietta Bay Master Plan. The Master Plan includes a number of policies addressing water quality, including the requirement that the project meet the standards of the San Diego Regional Water Quality Control Board (see Exhibit 6). The Master Plan also includes a redesign of the existing storm drain system, which is required to be constructed with appropriate BMPs and erosion control measures. As provided in Special Condition #2, the applicant shall submit to the Executive Director for review and written approval, a runoff control plan that incorporates BMPs designed to reduce both the volume and pollutant load of runoff from the proposed development to the greatest extent feasible, to ensure that the project will not adversely affect water quality. The proposed project will comply with all of the Glorietta Bay Master Plan policies addressing runoff control, sedimentation, remediation of any discovered groundwater contamination, and post-development impact mitigation. Additionally, Commission water quality staff have reviewed the project and have determined that it meets the water quality requirements of the Coastal Act. Therefore, the Commission finds the proposed development to be consistent with consistent with the Chapter 3 policies of the Coastal Act regarding water quality.

c. Visual Resources

**Section 30251**

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas.

The area which will be affected by the proposed project is between the sea and the first public roadway (a major coastal access route and scenic highway). However, there are no currently-protected public views that will be affected by the development activities or new construction. The new pocket park by the Yacht Club, the new linear park between the new City Hall and the new Community Center, and the new public pedestrian promenade along the water's edge will provide additional scenic and visual benefits to the site. Therefore, the the Commission finds the proposed development consistent with the Chapter 3 policies of the Coastal Act regarding visual resources.

3. Local Coastal Planning. Section 30604(a) also requires that a coastal development permit shall be issued only if the Commission finds that the permitted development will not prejudice the ability of the local government to prepare a Local Coastal Program (LCP) in conformity with the provisions of Chapter 3 of the Coastal Act. In this case, such a finding can be made.

The project area is a 13.5 acre site that is within the coastal permit jurisdiction of the City of Coronado. Additionally, the portion of Glorietta Bay within the City is in the Coastal Commission's original permit jurisdiction. Coastal permits for the development will be issued by the Commission, with the certified LCP and the Glorietta Bay Master Plan used as guidance.

The changes in land uses (reduction in Commercial Recreation area, increase in Civic Use area, and increase in Open Space area) that are associated with this demolition and new construction project were approved by the Commission in the previously-referenced Glorietta Bay Master Plan LCP amendment, and are consistent with the Master Plan. Therefore, the Commission finds that project approval will not prejudice the ability of the City of Coronado to continue implementation of its certified LCP.

4. Consistency with the California Environmental Quality Act (CEQA). Section 13096 of the Commission's Code of Regulations requires Commission approval of coastal development permits to be supported by a finding showing the permit to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available

which would substantially lessen any significant adverse effect which the activity may have on the environment.

As previously discussed, the proposed project will not cause significant adverse impacts to the environment. Specifically, the project, as conditioned, is consistent with the public access, recreation and water quality policies of the Coastal Act. There are no feasible alternatives or mitigation measures available which would substantially lessen any significant adverse impact which the activity might have on the environment. Therefore, the Commission finds that the proposed project is the least environmentally damaging feasible alternative and is consistent with the requirements of the Coastal Act to conform to CEQA.

STANDARD CONDITIONS:

1. Notice of Receipt and Acknowledgment. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. Expiration. If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. Interpretation. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
4. Assignment. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
5. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.